

## Message Text

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ORIGIN ACDA-10

INFO OCT-01 EUR-08 EA-06 NEA-06 IO-04 ISO-00 AEC-05 AF-04

ARA-06 CIAE-00 DODE-00 PM-03 H-01 INR-05 L-01 NASA-01

NSAE-00 NSC-05 OIC-02 SP-02 PA-01 PRS-01 RSC-01

OES-02 SS-15 USIA-06 SAI-01 SSO-00 NSCE-00 INRE-00

AECE-00 /097 R

DRAFTED BY ACDA/IR:CVANDOREN/REINHORN:LSQ

APPROVED BY IO:ROBLAKE

AEC:RDUFF NSC:BHUBERMAN

PM/DCA:EMIFFT

C:NTERRELL

ACDA/NWT:TDAVIES

OES/SCI/AE:JLBLOOM

S/P:JKAHAN

S/S:SRGAMMON DOD/ISA:JGRANGER

ACDA/IR:DLINEBAUGH

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P R 281819Z OCT 74

FM SECSTATE WASHDC

TO USMISSION USUN NEW YORK PRIORITY

INFO USMISSION IAEA VIENNA

AMEMBASSY CANBERRA

USMISSION GENEVA

AMEMBASSY TOKYO

AMEMBASSY NEW DELHI

AMEMBASSY BONN

AMEMBASSY THE HAGUE

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY OTTAWA

AMEMBASSY PARIS

AMEMBASSY STOCKHOLM

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E.O. 11652:GDS

TAGS: PARM, TECH, UN

SUBJECT: GUIDANCE FOR HANDLING PNE ISSUE AT UNGA

REF: (A) USUN 4269; (B) IAEA VIENNA 8789; (C)IAEA VIENNA 8790; (D) STATE 231786; (E) USUN 4302; (F) USUN 4416

1. FROM RECENT PROPOSALS AND STATEMENTS REGARDING INTERNATIONAL ACTION ON PEACEFUL NUCLEAR EXPLOSIONS (PNE'S) IT APPEARS THAT PNE'S WILL BE MAJOR TOPIC IN FIRST COMMITTEE DISARMAMENT DEBATE. DUTCH HAVE CIRCULATED DRAFT UNGA RESOLUTION WHICH CALLS UPON CCD TO STUDY QUESTION OF PNE'S "WITH A VIEW TO DETERMINE ANY POSSIBLE RISKS OF SUCH EXPLOSIONS BEING CONDUCIVE TO WEAPONS DEVELOPMENT OR TO NUCLEAR ARMAMENT" AND TO REPORT TO NEXT GA ON WAYS TO ELIMINATE SUCH RISKS (REF A). JAPANESE HAVE CIRCULATED TO WESTERN CCD DELS RES CALLING FOR A UNSYG'S EXPERTS' GROUP TO STUDY ALL ASPECTS OF PNE'S (REF E). SWEDES LAST SUMMER PROPOSED THAT CCD NEGOTIATE AN INTERNATIONAL AGREEMENT TO REGULATE PNE'S, AND THEY MAY POSSIBLY INTRODUCE RESOLUTION TO THAT EFFECT. YUGOSLAVIA HAS INFORMALLY SUGGESTED WORLD CONFERENCE ON PNE'S. THERE HAS BEEN TALK IN UNGA CORRIDORS ABOUT MEXICANS WORKING ON RES COVERING PNE'S, BUT SO FAR NO CONFIRMATION OF THIS.

2. BRITISH HAVE TOLD US THAT, AFTER STRONG INITIAL MISGIVINGS ABOUT REFERRING EVEN SOME ASPECTS OF PNE QUESTION

TO CCD, THEY WILL NOT NOW RESIST DUTCH DRAFT RESOLUTION'S CALL TO DO SO (REF A). THEY APPARENTLY WOULD BE SATISFIED IF DUTCH RES, IN ADDITION TO REQUESTING THAT CCD CONSIDER ARMS CONTROL IMPLICATIONS OF PNE'S, ALSO ACKNOWLEDGED IAEA'S ACHIEVEMENTS AND RESPONSIBILITIES IN FIELD AND CALLED ON IAEA TO CONTINUE ITS WORK. UK REPORTEDLY WANTS TO AVOID UNGA CONSIDERATION OF DETAILS OF ITS PROPOSAL THAT IAEA BOARD OF GOVERNORS SET UP SPECIAL COMMITTEE OF IAEA MEMBERS TO REVIEW ALL ASPECTS OF PNE'S (REFS B AND C). VISITING DUTCH DISARMAMENT OFFICIAL (MEERBURG) TOLD ACDA THAT HIS GOVERNMENT BELIEVES INTERNATIONAL CONSIDERATION OF PNE'S SHOULD NOT BE CONFINED TO IAEA, CONFIDENTIAL

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BUT SHOULD ALSO INVOLVE BODIES CONCERNED WITH NON-PROLIFERATION AND OTHER ARMS CONTROL IMPLICATIONS OF PNE'S, SUCH AS CCD AND UN. HE DID NOT SEE UK'S IAEA BOARD OF GOVERNORS RES AS INCOMPATIBLE WITH DUTCH UNGA RES.

3. AN IMPORTANT US OBJECTIVE ON THE PNE ISSUE AT UNGA IS TO REDUCE CREDIBILITY OF ARGUMENT THAT FAILURE TO IMPLE-

MENT NPT ARTICLE V JUSTIFIES ACQUISITION OF INDIGENOUS PNE CAPABILITIES BY NON-NUCLEAR WEAPON STATES. WE THEREFORE WANT TO MAKE CONVINCING CASE THAT, GIVEN QUESTIONS YET TO BE RESOLVED ABOUT FEASIBILITY AND PRACTICABILITY OF PNE'S, IMPLEMENTATION OF NPT ARTICLE V IS PROCEEDING AS FAST AS CAN REASONABLY BE EXPECTED AND US IS ACTIVELY CONTRIBUTING TO THESE EFFORTS. HOWEVER, BEFORE FURTHER USG DECISIONS ARE MADE ON HANDLING ARTICLE V AND OTHER PNE QUESTIONS, WE WOULD NOT BE PREPARED TO SUPPORT ADDITIONAL STEPS TO IMPLEMENT ARTICLE V, BEYOND AGREEING TO FURTHER CONSIDERATION OF SUBJECT IN APPROPRIATE FORUM OR FORUMS. IN PARTICULAR, WE WOULD NOT WANT TO SUPPORT ACTION AT CURRENT UNGA AIMED AT ELABORATION OF AN INSTITUTIONAL STRUCTURE OR ADDITIONAL PROCEDURES FOR ADMINISTERING PNE SERVICES OR AT NEGOTIATION OF AN INTERNATIONAL AGREEMENT ON PNE'S.

4. WE CONTINUE TO REGARD IAEA AS APPROPRIATE ORGAN TO EXERCISE FUNCTIONS OF INTERNATIONAL PNE SERVICE AND AS PRINCIPAL FOCUS OF INTERNATIONAL EXAMINATION OF PNE QUESTIONS. WE DO NOT BELIEVE, HOWEVER, THAT IT IS ESSENTIAL, OR POSSIBLE, TO CONFINE INTERNATIONAL ATTENTION ON PNE'S EXCLUSIVELY TO IAEA. PNE ISSUES HAVE BEEN DISCUSSED FROM TIME TO TIME IN CCD, ESPECIALLY AFTER INDIAN TEST. WITH DUTCH, SWEDES, CANADIANS, AND JAPANESE ALL INTERESTED IN AIRING SOME ASPECTS OF PNE ISSUE IN "POLITICAL" FORUM, DUTCH PROPOSAL WOULD BE DIFFICULT TO RESIST. IT MIGHT BE POSSIBLE, HOWEVER, TO MODIFY DUTCH

RESOLUTION TO FOCUS CCD'S MANDATE FOR HANDLING PNE'S SO AS TO REDUCE LIKEIHOOD THAT CCD ACTION ON SUBJECT - COULD COMPLICATE EFFORTS IN OTHER FORUMS. WE WOULD WANT, IN PARTICULAR, TO MODIFY OPERATIVE PARA 4 TO  
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MANDATE THAT CCD DISCUSS "PROLIFERATION RISKS" OF PEN'S AND ASK CCD TO REPORT ON ITS DELIBERATIONS. PURPOSE OF CHANGE WOULD BE TO MINIMIZE RISK THAT CCD WOULD BECOME FORUM FOR DISCUSSING SENSITIVE ISSUES RE TTB ARTICLE III (NOW BEING NEGOTIATED IN MOSCOW), AND THAT CCD WOULD CONSIDER IT NECESSARY TO MAKE RECOMMENDATIONS.

5. WE HAVE RESERVATIONS ABOUT UTILITY OF UNSYG EXPERTS' GROUP STUDY OF PNE'S. EXPERTS' REPORT WOULD LIKELY BE INCONCLUSIVE DISTILLATION OF CONFLICTING VIEWS OF PRIVATE EXPERTS FROM SELECTED GROUP OF COUNTRIES AND WOULD THEREFORE NOT AFFORD MOST SUITABLE OPPORTUNITY FOR AIRING OF GOVERNMENTAL VIEWS ON RANGE OF PNE ISSUES. THEREFORE, IF THERE IS CONSIDERABLE SENTIMENT FOR CONSIDERING PNE'S OUTSIDE IAEA, WE SHOULD ENDEAVOR TO CHANNEL SUCH CON-

SIDERATION TO CCD, RATHER THAN TO UN EXPERTS' GROUP OR OTHER FORUMS THAT HAVE BEEN SUGGESTED, SUCH AS AD HOC COMMITTEE UNDER UN OR WORLD CONFERENCE.

6. A PRINCIPAL US INTEREST IN DEBATE AND ITS OUTCOME WILL BE TO AVOID COMPLICATING US-SOVIET BILATERAL NEGOTIATIONS ON PNE'S. US DEL SHOULD NOT, HOWEVER, RAISE MATTER OF BILATERAL TALKS WITH SOVIET DEL, WHILE REPORTING ANY SOVIET REMARKS ON SUBJECT. FURTHER INSTRUCTIONS ON HANDLING QUESTION OF BILATERALS WILL BE PROVIDED IF NEEDED.

7. US DELEGATION SHOULD TAKE POSITION WITH OTHER DELS THAT SIGNIFICANT STEPS (NOTED IN REF D) HAVE ALREADY BEEN TAKEN IN IAEA CONTEXT TO IMPLEMENT ARTICLE V OF NPT, AND THAT WE ARE PREPARED TO CONSIDER FURTHER SUGGESTIONS IN THIS REGARD IN COMING MONTHS. DEL SHOULD ALSO NOTE REAFFIRMATION IN OCTOBER 21 STATEMENT OF OUR COMMITMENT TO MAKE PNE BENEFITS AVAILABLE WHEN AND IF FEASIBILITY AND PRACTICABILITY OF PNE'S ARE ESTABLISHED. WE WOULD, HOWEVER, BE PREPARED TO SUPPORT CALL FOR FURTHER INTERNATIONAL CONSIDERATION OF PNE ISSUES ALONG LINES OF DUTCH RES WITH MODIFICATIONS INDICATED PARAS 2 AND 4 ABOVE.

8. WITH RESPECT TO FORUMS, DEL SHOULD POINT OUT THAT WE CONTINUE TO REGARD IAEA AS APPROPRIATE ORGAN TO EXERCISE CONFIDENTIAL

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FUNCTIONS OF INTERNATIONAL PNE SERVICE AND TO STUDY PNE'S IN THEIR TECHNICAL, LEGAL, AND ECONOMIC ASPECTS, BUT RECOGNIZE THAT OTHER FORUMS HAVE VALID INTEREST IN CONSIDERING OTHER ASPECTS OF QUESTION. DEL SHOULD INDICATE

THAT, IN PRINCIPLE, WE COULD SUPPORT CONSIDERATION OF APPROPRIATE ASPECTS OF PNE ISSUE IN CCD; IN THIS CONNECTION, DEL SHOULD APPROACH DUTCH TO RECOMMEND SUITABLE MODIFICATIONS IN THEIR DRAFT TO REFLECT OUR VIEWS PER PARA 4 ABOVE. DEL COULD ALSO INDICATE WE WOULD BE WILLING TO ACCEPT, IN REVISED DUTCH DRAFT OR SEPARATE RES, COMMENDATION OF IAEA'S ACHIEVEMENTS IN PNE AREA AND REQUEST THAT IAEA CONTINUE ITS WORK.

9. DRAWING ON PARA FIVE ABOVE AS APPROPRIATE, DEL SHOULD POINT OUT TO OTHER DELS PROBLEMS WE SEE IN UNSYG EXPERTS' STUDY AS WELL AS OUR PREFERENCE FOR DEALING WITH ARMS CONTROL IMPLICATIONS OF PNE'S IN CCD.

10. TOGETHER WITH OFFICIAL US PUBLIC STATEMENTS IN UNGA, FOREGOING PLUS REF (D) CONSTITUTE ONLY PNE GUIDANCE ON WHICH DEL MAY DRAW PENDING CLEARANCE OF BACKGROUND AND

TACTICS PAPER, INCLUDING PNE SECTION, WHICH REMAINS IN  
PROCESS. FURTHER GUIDANCE WILL BE PROVIDED AS NEEDED.  
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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** POLICIES, MEETING AGENDA, UNGA RESOLUTIONS, PEACEFUL NUCLEAR EXPLOSIONS, FOREIGN POLICY POSITION, COMMITTEE MEETINGS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 28 OCT 1974  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** golinofr  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
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**Office:** ORIGIN ACDA  
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**Original Previous Handling Restrictions:** n/a  
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**Reference:** (A) USUN 4269; (B) IAEA VIENNA 8789;  
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**TAGS:** PARM, TECH, UN  
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